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SUBJECT: PART I OF III: Seventh Annual Anti-Trafficking Report -
Czech Republic

Ref: 06 STATE 202745

¶1. (U) Sensitive But Unclassified entire text; not for internet
distribution.

¶2. (SBU) SUMMARY: Throughout the course of 2006, the Czech
Government continued to improve its capabilities and methods to
combat trafficking in persons. GOCR political will to fight
trafficking remained strong. This was reflected statistically though
numbers of arrests and convictions of traffickers and a greater
focus on forced labor. The Czech Government continued its aggressive
and wide-ranging educational campaign to assist in the prevention of
trafficking, the identification and support of victims, the
dismantling of the criminal networks involved and the prosecution of
traffickers.

The government moved decisively to combat labor trafficking. In the
spring, the police created a new forced labor section within the
trafficking in persons department of the Organized Crime Unit. The
section is comprised of eleven investigators and a section head that
are focused solely on investigating labor trafficking cases. The
national police are also in the process of identifying specific
officers at the regional level that will function as local liaisons
to the forced labor section. The new unit cooperates closely with
local police, NGOs, Labor Offices and Labor Inspectorates. The
creation of a police unit solely focused on forced labor is unique
in the region and reflects the Czechs' commitment to addressing the
problem. The section is currently investigating several large labor
trafficking organized crime syndicates and is working closely with
third country police forces in the region to bring the traffickers
to justice.

In an effort to stem labor trafficking at its source, the Ministry
of Labor and Social Affairs in cooperation with the Ministry of
Interior introduced a pilot project that provides government-funding
to two NGOs (Caritas and IOM) in Ukraine (the source country of a
majority of legal and illegal workers as well as trafficking
victims). These NGOs assist in providing information to Ukrainian
citizens on work opportunities in the Czech Republic and serve as de
facto labor brokers free of charge in 10 of the largest cities
located throughout Ukraine that are known as principle source
locations for trafficking victims. The goal of the project is to
eliminate the need for intermediaries and brokers that frequently
resort to illegal and extortive practices.

In January 2007, the Ministry of Interior announced that as a result
of passage of UN Security Council Resolution 1718, the Czech

government is eliminating a program that provided DPRK citizens work opportunities in the Czech Republic. The Czech Republic was the first country to eliminate its program for DPRK workers in the wake of UNSCR 1718. The 408 DPRK laborers in the country at the start of the year, almost exclusively female and mainly working as seamstresses in factories throughout the country, will all leave the country by the end of 2007 when their work visas and work permits expire. The Czech Government has been diligent over the past year in investigating the situation in each factory that employed North Korean laborers and local labor inspectors had conducted dozens of inspections on their various work locations.

The results of two large government-funded NGO research projects helped significantly in strengthening intergovernmental and NGO cooperation with the Ministry of Labor and Social Affairs. Prior to these reports, the Ministry of Labor and Social Affairs had not been actively involved in the area of labor trafficking. These reports documented the involvement of sophisticated organized crime syndicates in the forced labor trade. These studies initiated greater involvement of local Labor Offices and Labor Inspectorates and additionally helped to inform the public about this phenomenon.

Several revisions in Czech law were introduced in 2006 mainly focusing on social services and social-legal protection of children. The most significant change was an amendment to the law on residency/stay of foreigners that introduced a new allowance for long-term residence, which can lead to permanent residence, for protective reasons. This new law, which came into force in June 2006, significantly improves the status of trafficking victims in that it now assigns to the Asylum and Migration Office within the Ministry of Interior the role of granting long-term stay for protective reasons. The law has already been applied once to grant long-term residency to a female Ukrainian trafficking victim. This law also codifies the practice of allowing a trafficking victim 30

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days to decide whether he/she wishes to cooperate with the police and enter the Program of Assistance and Protection of Victims or whether she/he will return home. The law forbids any possible deportation from the country during this 30-day period.

NGOs praise governmental and police efforts to provide consistent close coordination on trafficking issues. NGOs, police and government officials credit regular outreach meetings with providing every organization an opportunity to learn from the best practices of each other and to alter anti-trafficking campaigns and investigations to address new issues as they arise.

There were no efforts in 2006 to legalize prostitution but works on recodification of the Czech Penal Code continued. The new Penal Code should include the criminal liability of corporations which would allow the Czech Republic to ratify the UN Convention on Organized Crime. The Ministry of Interior has also indicated it hopes legislation will be introduced over the coming year that would broaden the definition of disorderly conduct to include street prostitution. The first two convictions under the new law would be misdemeanors but a third conviction would be a felony punishable by up to 2 years in jail.

Law enforcement had several major successes during 2006. The Czech police in September 2006 broke up one of the largest local trafficking syndicates that trafficked numerous young Czech and Slovak Romani girls to Norway for sexual exploitation. The police arrested 16 individuals for trafficking and pimping and more than 160 Czech police were involved in the investigation and sting operation. The police also broke up a Vietnamese trafficking organization that was active in the Czech Republic and Germany. The police arrested 6 offenders for pimping and trafficking in persons. The success of the police to break up this organized crime syndicate is notable given the fact that the traffickers, victims and clients are exclusively Vietnamese making such criminal organizations extremely difficult to infiltrate.

Because of the complexity of the trafficking statute many traffickers are charged with pimping. During 2006 police

investigated 14 offenders and arrested 15 individuals for trafficking in multiple cases. Two criminals were convicted for trafficking in persons, one under the new trafficking law and one under the old law, and for the first time two other criminals were convicted under the child trafficking statute. None of the four offenders convicted of trafficking received unconditional sentences; all 4 received suspended sentences. During the same time frame 88 persons (many of them traffickers) were charged with pimping, with 68 convictions resulting. Twelve of the criminals charged with pimping were sentenced to jail time, while seven others were forced to pay fines. The remainder received suspended sentences. Additionally in January 2007, Czech courts sentenced two Germans who had sexually molested multiple young Czech boys to 5 years and 3 years in jail for inducement of minors for sexual intercourse. An additional 16 individuals were convicted under the same statute in 2006. Individuals not charged specifically with trafficking were also charged with other offenses such as pimping, conspiracy, denial or personal liberty, rape, etc.

13. (SBU) Post responses are keyed to questions posed reftel.

Overview (ref. Para 27 SECSTATE 202745)

A) The Czech Republic is a transit and destination country, and to a lesser degree a source country, for trafficking in persons (TIP) mainly for the purposes of sexual exploitation. Some victims are trafficked internally from areas of high unemployment to Prague and the border regions with Germany and Austria. Sources of information on trafficking include: the Ministries of Interior, Justice, Labor and Social Affairs, Health, and Education, State Police, as well as several NGOs. Although there are no reliable statistics or estimates available from either the Czech Government or from local NGOs of the number of trafficking victims currently in the country, it is broadly accepted that both sex trafficking and forced labor are problematic issues in the Czech Republic. The Czech Government conducts continuous research on the scope of the trafficking problem in the Czech Republic.

Czech women between the ages of 18-29 with secondary or lower

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educations from regions of high unemployment are at greatest risk of falling victim to sex traffickers. Women who have previously worked as prostitutes are particularly vulnerable to exploitation. Roma women are at the highest risk to be trafficked internally and abroad. Czech labor trafficking victims are men and women spread across a much wider age spectrum, but also likely to have relatively little education and to be drawn from high-unemployment regions of the country. According to IOM research conducted in 2005 for the Czech Government, foreign labor trafficking victims in the Czech Republic are relatively evenly divided between men and woman and come to the country from a variety of source countries such as countries in the former Soviet Union, Vietnam and China. They also tend to be much more widely dispersed in terms of age than sex trafficking victims. The Czech Republic is also a transit country for labor trafficking victims to other European Union member states.

B) In 2006, the Czech Government's political will and adaptability in the battle against trafficking remained strong. Sex trafficking trends in the Czech Republic remained broadly static according to Interior Ministry and NGO sources. The police continue to work closely with other countries to monitor larger trends of trafficking and improve methods in combating organized criminal groups. Labor trafficking emerged as an area of increased focus for the Czech Government in 2006. The rapid growth of the Czech economy has attracted the attention of trafficking syndicates. Two government-sponsored studies by the International Organization of Migration (IOM) and Intermundia in 2005 provided for the first time a systemic analysis of the scope of the problem and a strong impetus to combat it. The integration of solid sociological research has helped the Interior Ministry reach a clearer understanding of both the scope and modus operandi of labor traffickers. The Czech Government has responded to these studies by initiating discussions

with the Justice Ministry to develop clearer internal legal guidelines to facilitate prosecution of labor traffickers and by examining methods of strengthening the authorized manpower of the Organized Crime Unit to deal specifically with the problem of labor trafficking. The police also reacted by creating a specialized section within the trafficking in persons department of the Organized Crime Unit made up of eleven investigators to fight labor trafficking. Based on the conclusions of these studies the Ministry of Labor and Social Affairs also became actively involved in combating labor trafficking. Responding to allegations that North Korean workers in the Czech Republic were victims of state sponsored forced labor, the Labor Ministry in cooperation with local labor inspectors took a leading role in inspecting the working environment of the North Korean laborers and forwarded all pertinent information to the Ministry of Foreign Affairs and Ministry of Interior. As a result, the Czech Republic decided in mid 2006 to freeze new visas and work permits for North Korean workers, prior to a January 2007 announcement that the entire program was being phased out.

Although the majority of women trafficked into the Czech Republic for sexual exploitation are from the former Soviet Union, mainly from Russia, Ukraine, Belarus and Moldova, there is also a large number of victims from Slovakia, Bulgaria, Vietnam and the former Yugoslavia. The long-term trend is cooperation of international criminal groups with local citizens in their home countries. Czech women are primarily trafficked into Western Europe (primarily Germany, Austria and the Netherlands) to work as prostitutes, but last year there were also several cases of organized street prostitution of Czech women in Scandinavian countries. According to information from the Ministry of Foreign Affairs, a small number of Czechs were trafficked in the past to the United States. Most of these victims were men trafficked to the U.S. for coerced labor. Foreign and Czech women are also trafficked within the country, sometimes being sold from one organized trafficking unit to another. Since entry into the European Union, NGOs estimated that nearly all trafficking victims enter the country legally with valid tourist visas. This held true for both forced labor and sex trafficking. Trafficking for sexual exploitation and organized prostitution is mainly organized by Russian speaking and Bulgarian organized criminal groups that are active throughout the entire country but mainly focused in Northern and Western Bohemia, Southern Moravia and Prague. Trafficking in Vietnamese and Chinese individuals is organized by Vietnamese and Chinese nationals. Vietnamese and Chinese prostitutes and forced laborers are exploited by fellow Chinese and Vietnamese nationals which makes these cases difficult to investigate.

C) Although the Czech Government's political will to combat

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trafficking in persons remains strong and the fight against trafficking is a major priority, Czech anti-trafficking efforts were somewhat hampered by limited prosecutorial resources. There were also some unproven allegations of corruption among individual officers in the Alien and Border Police as well as the local police. As recommended in different studies and the government's own "National Strategy for the Fight Against Trafficking in Human Beings 2005-7" the Organized Crime Unit (UOUZ), the main police unit battling trafficking, was empowered to create a new specialized police unit expressly focused on combating forced labor. The unit was also provided necessary equipment from the 2005 EU twinning program. The Ministry of Interior also translated into Czech for the use of the police a new ILO manual entitled "Forced Labor Trafficking - How to Monitor Recruitment of Working Migrants". The manual will also be widely distributed within the government and to NGOs in order to facilitate a better understanding of the labor trafficking issue. With the 2004 accession of the Czech Republic to the EU, all land border customs stations were closed complicating the detection of traffickers entering the country (the Czech Republic is completely surrounded by fellow EU members).

D) The Czech Government aggressively and carefully scrutinizes its anti-trafficking campaign. The Czech Interior Ministry works closely with other government ministries, NGOs, multilateral bodies, and foreign police and government partners to improve its efforts. They encourage a frank and ongoing dialogue in this area, and the

Government routinely publishes extensive information relating to all aspects of its anti-trafficking effort. Czech authorities have been admirably cooperative and transparent in their dealings with Post on this issue; they have been willing to share best practices and to seek assistance in areas where they feel they lack sufficient experience or expertise.

PREVENTION (ref Para 28 SECSTATE 202745)

A) The government acknowledges that trafficking is a problem.

B) Government agencies most directly involved in anti-trafficking efforts are: the Alien and Border Police, the Organized Crime Investigation Unit of the State Police (UOOZ), the Crime Prevention Department of the Ministry of Interior, the Security Policy Department of the Ministry of Interior, the Asylum and Migration Department of the Ministry of Interior, and the Ministry of Foreign Affairs. The Ministry of Education, Ministry of Health, and Ministry of Labor and Social Affairs also play a role in prevention efforts and victim assistance. The Interior Ministry is the lead agency for implementation of the National Strategy Against Trafficking in Persons

C) The Czech Government has a multi-faceted education campaign to combat trafficking within the country.

To facilitate its demand reduction campaign, in 2006 the Interior Ministry funded a pilot project focused on demand reduction for sexual services by addressing clients. NGOs estimate that more than two-thirds of all clients of prostitution (trafficked and others) in the Czech Republic are foreigners. The majority of clients are Germans, followed by Austrians, Brits and Americans. Germans and Austrians frequently visit border regions and British and American citizens mainly frequent sex clubs in Prague. Possible clients were informed about the trafficking phenomenon and forced prostitution through a newly created web page (<http://www.rekni-to.cz/> available in German), telephone hotlines and through pamphlets and other materials. The clients were able to find out how to safely and anonymously report suspicions of trafficking victims. The campaign was organized by IOM in Southern Bohemia and Moravian border regions and in cooperation with La Strada and Czech Caritas. These NGOs also jointly created in June a new campaign called "Spolu Proti Obchodu s Lidmi" ("Together Against Trafficking in Persons") to collect as much data about clients as possible. After an initial reluctance of clients to participate in the study, the researchers were able to gather usable data from multiple sources. The focus of the research was to determine not only the motivations of the clients, but also to assess the ability and willingness of foreign clients to recognize and report possible sex trafficking victims. The follow-up campaign offered ways to do so and raised awareness not only among Czech clients but also among German and Austrian clients in the border regions and British and American citizens in Prague. The campaign was conducted in Czech, German and English and will

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continue through 2007.

The Interior Ministry also sponsored roundtable working groups in five high-risk regions (Ostrava, Olomouc, Litomerice, Ceske Budejovice and Znojmo) with NGOs, charitable organizations, police, social workers, and other parties. These conferences were originally funded under the auspices of the PHARE 2003 twinning project in coordination with assigned British and Dutch officials. The earlier programs were extremely well received at the local levels so the government decided to continue funding the roundtables at their own expense.

In Cheb, the Government continued to support activities of its specialized police team, "Eger", as well as worked closely with Roma police assistants. In addition, two projects were organized within the framework of a trilateral Czech-German-Polish working group. These projects focused on the creation and distribution of informative leaflets warning against sex tourism. The local government and police force also continued close cooperation with

several local NGOs. One such example of successful cooperation is coordination with the German NGO EJF-Lazarus (evangelic social services to youth) that provides care for criminal delinquent children and youth all over Germany. EJF-Lazarus opened a specialized center in Cheb named "Utociste" that is focused on high-risk children, usually runaways with psychological problems. The Cheb police developed a new "case management" system: a holistic approach focused on working with specific youth and children that are high-risk. The system requires the close cooperation of the police and other social-legal institutions such as children protective services, doctors, probation and mediation services as well as counseling centers. This best practice has been adopted by police in other regions.

The Foreign Ministry continued its anti-trafficking education programs, and provided trafficking information to visa applicants from common source countries for trafficking victims into the Czech Republic. The leaflets are targeted towards individuals traveling to the Czech Republic to look for work, highlighting the risks of working abroad and ways to reduce the risk of being trafficked. The leaflets provide contact information for NGOs and other organizations in case of necessity and are distributed by Czech NGOs and the Ministry of Foreign Affairs at Czech Embassies and Consulates abroad. The leaflets were unveiled during a regional conference for foreign and border police which focused on identification of victims of trafficking at borders. The conference took place in Prague in May 2006 and was organized jointly with UNDCP.

In order to assist Czech consular officials in identifying victims of trafficking, the Ministry of Interior has assigned officers with specialized experience to Czech Embassies in six countries of concern (China, Belarus, Egypt, Mongolia, Ukraine and Vietnam). These six countries were also chosen due to the high number of individuals from them claiming asylum upon arrival in the Czech Republic. Due to the growing number of visa applicants in Ukraine, the Czech government opened a new consulate focused primarily on visa adjudication. The Foreign Ministry also provided its consular officers specialized training sponsored by the Interior Ministry to assist in the identification of potential victims. The Foreign Ministry completed and distributed its instructional manual on trafficking for its consular staff.

The Interior Ministry prepared a trafficking educational training program for local officials that took place in April 2006. The ministry also continues to share the information with communities through its website. The ministry plans to further build on this program in close cooperation with the Ministry of Labor and Social Affairs by providing training for representatives of local/municipal governments (social departments, Roma coordinators, etc.) on the issue of trafficking in human beings. The educational outreach activities are planned to take place during the second quarter of 2007.

The Refugee Center Administration of the Ministry of Interior continued an awareness campaign among female applicants for political asylum, informing them of the risk of trafficking and sexual exploitation. The admissions centers employ a social worker specializing in at-risk groups to counsel the women.

D) The Ministry of Education sponsors several programs to prevent the victimization of students. Although the programs encompass both

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primary and secondary schools, a major point of emphasis is a program designed for 9th grade students and older (about 15 years of age) who are interested in overseas jobs. The programs are designed to warn students of the risks of trafficking and to provide contact information to them in case of victimization.

The Education Ministry included anti-trafficking materials (especially focused on issue of commercial sexual exploitation of children) in its training for school teachers. This training is provided by the National Institute for Further Education, pedagogical centers, Institute of Pedagogical Psychological Counseling as well as universities training new teachers ensuring

that all current and future teachers will be taught to pass on to their students the dangers of trafficking. The ministry is also working on creating a specialized trafficking program for school counselors that is currently being tested at Charles University in Prague.

The Ministry of Health in conjunction with the third medical faculty of Charles University and the NGO Ruzova Linka organized seminars for medical personnel, social workers and psychology students. These seminars are focused on prevention, timely detection, intervention and assistance to sexually exploited children. This training is part of post-gradual studies but is also offered to all bachelor degree students. The primary aim of the program is to make this training an integral part of study at all medical universities.

The Third Medical Faculty of Charles University conducted research that raised the awareness of children being exploited for commercial purposes. The 2006 research was conducted over five years from 2001 - 2006 at secondary schools in Prague and in Cheb. Approximately 1200 students were asked whether they had ever had sex in exchange for money. The research showed that 3.6% of girls and 1.8% of boys had previously had sex for money. One fourth of female participants admitted that they could imagine earning money through prostitution if their life situation became difficult. When asked the same question, one third of male participants also answered affirmatively.

E) The Government works hand-in-hand with three main NGOs: Caritas, La Strada, and Rozkos Bez Rizika (Pleasure Without Risk). Caritas works in schools and asylum and reception centers to conduct awareness campaigns among potential trafficking victims about the risks of trafficking and the entrapment and coercion strategies used by traffickers and to assist trafficking victims. La Strada focuses upon advocacy, victims' assistance, and prevention programs. Although both La Strada and Caritas both can provide short-term crisis intervention, Caritas tends to focus upon providing longer-term care and support, while La Strada specializes in immediate intervention. Rozkos Bez Rizika works primarily with women in the sex trade. All three NGOs play important roles in the Government's "Program of Support and Protection of the Victims of Trafficking in Persons". These NGOs praise governmental and police efforts to provide consistent close coordination on trafficking issues.

F) The Government carefully monitors migration policies and statistics for evidence of trafficking, and it works with international organizations and NGOs to gather information on immigration and trafficking patterns. In 2005, the International Organization for Migration and Intermundia both conducted government-sponsored studies that revealed that labor trafficking was a more prevalent and organized problem than was previously thought. In June 2006, La Strada published a report on Trafficking in Human Beings for forced labor and labor exploitation. The report is a part of an international research project on forced labor trafficking funded by the AGIS Program of the European Commission. The project funded research in the Czech Republic, Great Britain, Portugal and Ireland. In order to enhance dissemination and discussion of the results among experts La Strada organized roundtables which aimed to identify recommendations for improvement of the present situation. Participants in the discussions included representatives of different government ministries, trade unions, police, prosecutors, international organizations, embassies and NGOs.

The Interior Ministry, in conjunction with other agencies, evaluated the results of the four year Program of Support and Protection of Trafficking Victims which ended in 2005. The Government asked two institutes to evaluate the results. The Demographic Information Center focused on an evaluation of the results of the Program and

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the Government Institute of Criminology and Social Prevention analyzed motivational factors that influenced the victim's decision to enter the Program. Their conclusions helped the Government to identify specific priorities for 2007 activities.

These studies provided detailed information regarding trafficking victims. The Government evaluated information such as states of origin, means of recruitment, age, sex, nationality, education and family situation, number of children of the victim, first institution contacted, length of stay in the program and final status of the victim. The studies found that about half of victims who entered the program were younger than 25 and one third were over 30. Most often victims were Ukrainians and Bulgarians, Czech, Vietnamese and Slovaks. Other victims were from Lithuania, Macedonia, Moldova, Romania, Russia and Kyrgyzstan. The time spent in the program varied from one to 611 days but the average was 22 days. This number doesn't include time the victims spent at common care of local NGOs. The studies found that older victims, specifically those with children, spent more time in the program. The time spent in the program also depended on nationality. Vietnamese and Ukrainians stayed longer than Bulgarians who usually stayed only a very short time. Over 70 percent of all victims who entered the program had their first contact with the police, thereby showing the effectiveness of police training.

In 2006, the Ministry of Interior also contracted with Ivan Gabal Analysis and Consulting, an independent and well respected organization, to conduct another study on labor trafficking. The end report, "Combating Trafficking in Persons in the Czech Republic and Possibilities for the Optimization of State Security Policy", divided the problem of forced labor into several phases (recruitment, migration, obtaining residency and accommodation, trafficking of the individual and the proceeds of forced labor). For each phase problems were identified and some solutions were suggested.

At the end of 2006, IOM completed an additional study entitled "Analysis of Offers of Job Intermediation in the Czech Republic that Appeared in Russian Speaking Newspapers in the Czech Republic". This analysis helped explain the recruiting process by labor brokers and means of brokers to obtain tourist visas for illegal workers. As a result of the study, the Ministry of Labor and Social Affairs in cooperation with the Ministry of Interior and Ministry of Foreign Affairs have reached several conclusions on how to simplify access of foreigners from third countries to the Czech labor market. Several minor changes to government regulations have already been implemented but more changes will be forthcoming in 2007.